

# **Family Housing Template User Guide**

# Family Housing User Guide Contents

<b>1. Family Housing Template User Guide .....</b>	<b>1</b>
1.1 Introduction.....	1
1.1.1 Purpose .....	1
1.1.2 Scope of Family Housing .....	1
1.1.3 Annex Alignment to Installation Management Accounting Project.....	2
1.1.4 CAC Definition.....	2
1.1.5 Standard Numbering for Family Housing .....	3
1.2 Family Housing Template Elements .....	3
1.3 Using the Family Housing Template .....	4
1.3.1 Defining Client Expectations.....	4
1.3.2 Tabular Format .....	6
1.3.3 Service Levels.....	9
1.3.4 Special Section E Provision.....	9
1.3.5 Section J Attachments.....	10
1.3.6 Section L Questions .....	10
<b>2. Conclusion.....</b>	<b>12</b>
<b>3. Web References.....</b>	<b>13</b>

## Index of Figures

Figure 1. Annex Alignment to IMAP .....	2
Figure 2. Standard Numbering Convention Example .....	3
Figure 3. Family Housing WBS .....	5
Figure 4. WBS Tailoring Example .....	6

## Index of Tables

Table 1. IMAP CACs for Family Housing .....	2
Table 2. Family Housing Template Elements .....	4
Table 3. Tabular Format .....	7
Table 4. Related Information.....	8
Table 5. Section L Questions for Family Housing .....	11
Table 6. Web References .....	13

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# **1. Family Housing Template User Guide**

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## **1.1 Introduction**

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### **1.1.1 Purpose**

The Facility Support Contract/Base Operations Support (FSC/BOS) Template provides a common framework for Navy-wide performance-based contracts. NAVFAC and DoD policy is to obtain FSC services in a “performance-based” manner. This User Guide describes how to apply the Template to Family Housing services. The Template is to be used for fixed-price negotiated procurements using source selection procedures. Users are encouraged to tailor the application of this template to the unique circumstances of their individual acquisitions. There are a number of things to keep in mind during the tailoring process:

1. Read the General Information User Guide in addition to this User Guide.
2. Pay particular attention to the annotation <<Note to Spec Writer>>.
3. Delete, add, or modify as required, but avoid adding unnecessary “how to” requirements and management prescriptions.
4. When tailoring, be careful not to create conflicts or ambiguities.
5. Be sure ALL the individual elements of the acquisition are consistent and designed for the best overall outcome.

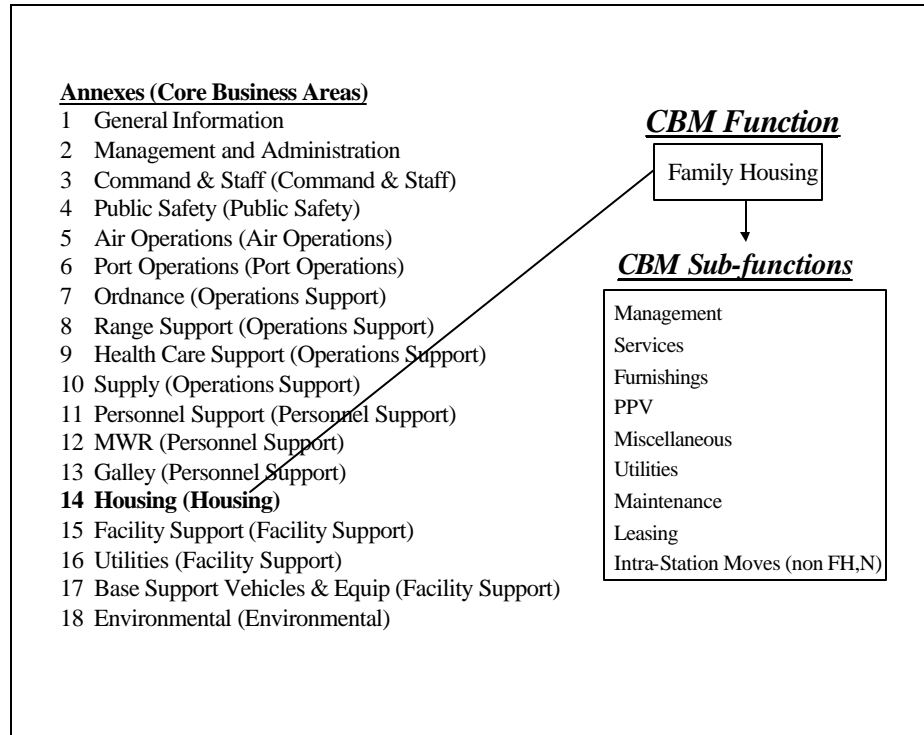
### **1.1.2 Scope of Family Housing**

The Family Housing Template includes all labor, management, supervision, tools, materials, supplies, equipment, and transportation required to perform family housing services. Included are services such as occupancy assignments and termination, housing referral services, keys and locking systems management, abandoned property management, resident relations, storage management; furnishings, appliances and equipment management; common use area services, and change of occupancy maintenance (COM), and scheduled maintenance. The following services are not considered family housing and are not included in this Template:

- Grounds maintenance is included in the Template for Grounds Maintenance
- Control of pests is included in the Template for Pest Control
- Facility maintenance and repair, service calls, and preventive maintenance are included in the Template for Sustainment, Restoration and Modernization (SRM)
- Utility operation and maintenance are included in the Templates for Chiller Plant, Electrical, Gas, Wastewater, Steam, and Water
- Refuse collection and disposal are included in the Template for Refuse Collection and Recycling
- Snow and ice removal services are included in the Templates for Street Sweeping and Snow Removal and Janitorial
- Street sweeping is included in the Template for Street Sweeping and Snow Removal

### 1.1.3 Annex Alignment to Installation Management Accounting Project

Figure 1 below shows how the Family Housing sub-function aligns with the Navy's Installation Management Accounting Project (IMAP) Core Business Model (CBM) and Cost Account Codes (CACs). For additional information on IMAP, see the General Information User Guide.



**Figure 1. Annex Alignment to IMAP**

### 1.1.4 CAC Definition

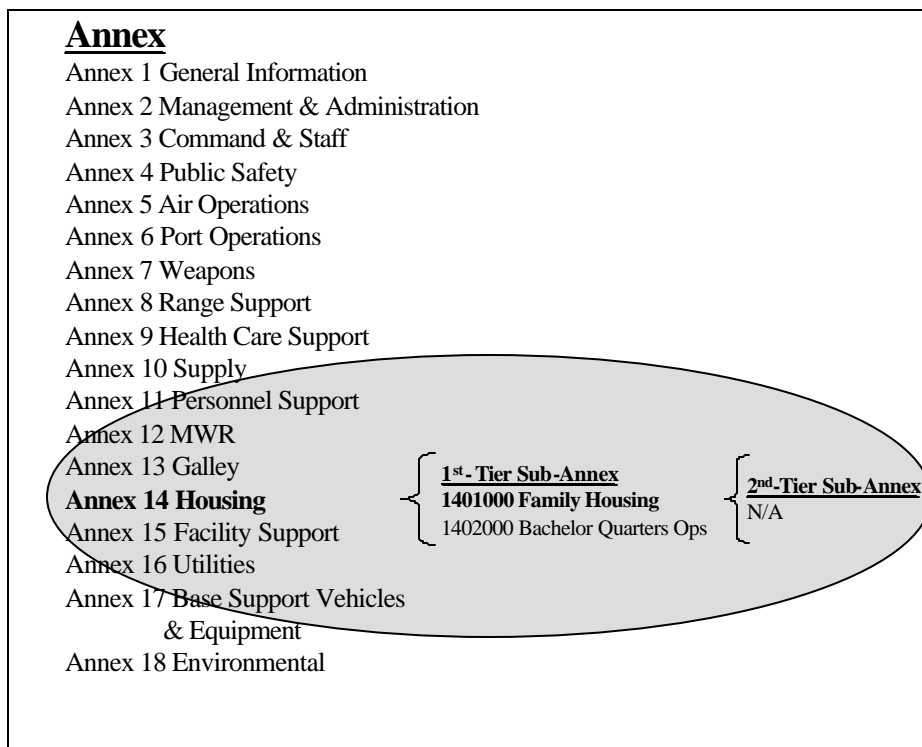
Table 1 below shows a partial list of the IMAP 2004 Family Housing CAC definitions. Since CACs change periodically, refer to the IMAP website for the latest. The Family Housing Template may accommodate different cost models such as the Installation Process Model (IPM) used by the Marine Corps.

Title	CAC	Definition
Painting Interior	71F0	Includes the costs of interior painting and necessary preparation prior to painting of dwelling units, including common spaces in multiple unit buildings. Includes the cost of interior painting performed as routine maintenance, repair, and replacement.
Change of Occupancy	71G0	Includes costs readily identifiable to work performed at change of occupancy. Excludes interior and exterior painting.
Self-Help	71H0	Includes cost of labor, equipment material and supplies procured for provision to occupants of Department of Navy-owned housing for use in occupant performed maintenance and repair.

**Table 1. IMAP CACs for Family Housing**

### 1.1.5 Standard Numbering for Family Housing

Figure 2 below shows the standard numbering convention for Family Housing. Annex 14, Housing has two first-tier sub-annexes. Specification 1401000 will always represent Family Housing in NAVFAC contracts. Users are not authorized to edit the numbering convention.



**Figure 2. Standard Numbering Convention Example**

The numbering convention for specification number xxyyzz0 is:

- The first 2 digits xx represent the annex number (varies from 01 to 18)
- The next 2 digits yy represent the first tier sub-annex number
- The next 2 digits zz represent the second tier sub-annex number (00 when N/A)
- The last digit is reserved for future use

## 1.2 Family Housing Template Elements

The Family Housing Template includes specifications and supporting documentation that supplement all other required contract regulations, policy and procedures as shown in Table 2 below.

Section	Title	Description
C	Performance Work Statement	Section C contains technical specifications expressing expectations of the work to be performed stated as performance objectives, related information and measurable standards. Annexes 1 and 2 will be included in every solicitation. See General Information User Guide.
E	Inspection and Acceptance	Section E contains provisions for use with performance assessment
J	List of Documents, Exhibits, and Other Attachments	Section J contains sample attachments (e.g., historical data, inventory, and ELINs).
L	Instructions, Conditions, and Notices to Offerors or Respondents	Section L contains sample technical proposal questions specific to Family Housing.
-	Functional Assessment Plan (FAP)	The Family Housing FAP provides suggested methods of assessment and sample sizes for accomplishing tiered performance assessment. For additional guidance see the General Information User Guide.

**Table 2. Family Housing Template Elements**

## **1.3 Using the Family Housing Template**

The Template is intended to be tailored to meet client requirements for Family Housing services. Users should read and understand the entire User Guide before starting the tailoring process. Users must consider all relevant guidelines to ensure that all appropriate topics are addressed.

Throughout the Template you will find the annotation <<Note to Spec Writer>>. Text within these symbols provides additional information and/or advises the user to insert appropriate information such as installation name, local procedures, frequencies and training requirements.

### **1.3.1 Defining Client Expectations**

**Pre-Planning Meetings and Analyses.** The first step in the tailoring process is to determine the client's expectations in terms of specific performance objectives and standards. An initial review of inventory, area maps, and photos of existing conditions will provide a better understanding of client expectations. Care must be taken to ensure that the client realizes the tradeoff between contract cost and "service level" expectations. In general, it will cost more to get service levels that satisfy higher expectations. Concurrent with understanding client expectations, it is essential to conduct market surveys. This statutory requirement is intended to compare the client's desired outcomes against the technical, management and pricing alternatives available in the marketplace for satisfying the Government's requirements.

The next step is to determine whether the client's requirements are currently contracted, if they are a new requirement, or if they are a result of an outsourcing effort (e.g., OMB Circular A-76). Comparisons should be made with any existing acquisition strategy, in order to optimize requirements for the greatest overall good of all clients and geographic areas. Pre-planning meetings shall be held as necessary to develop a full understanding of all expectations.

The Chief of Naval Operations (CNO) Integrated Process Team (IPT) has developed standard service levels for several functional areas. Service levels will be used for resource programming and

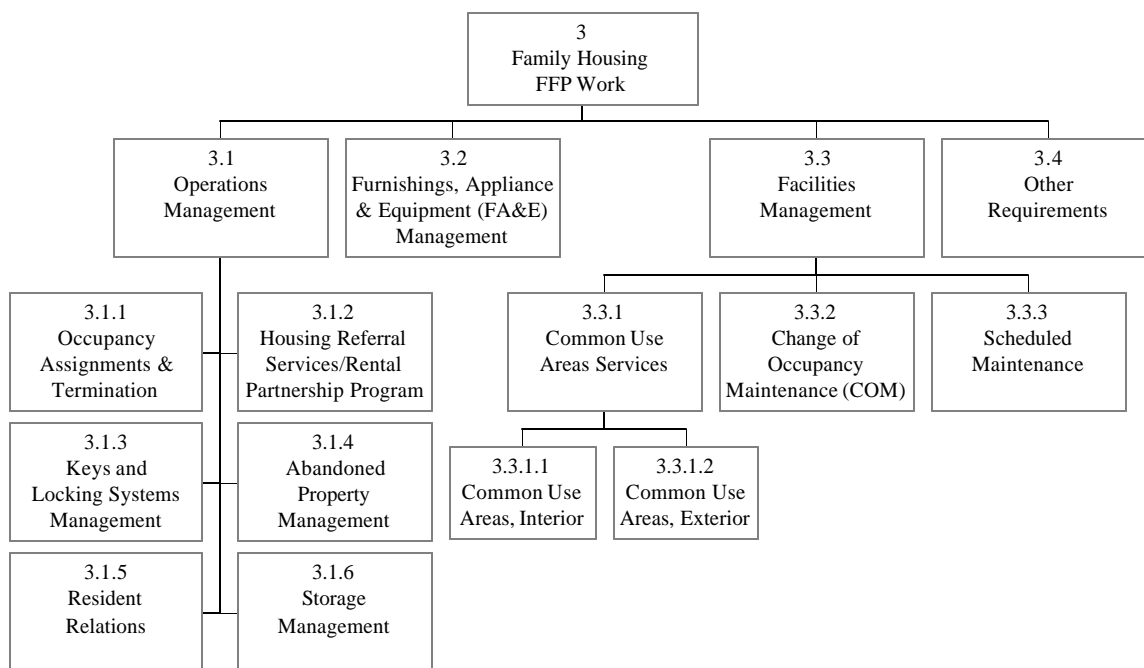
budgeting and may require the fund recipients to use the funded service levels in their solicitation. For further guidance see Section 1.3.3, *Service Levels*.

If a Client is not required to use service levels, the appropriate changes must be made to Sections C and J.

**Comparison of Template WBS with Client Expectations.** The next step is to evaluate site-specific requirements in conjunction with the existing Family Housing Work Breakdown Structure (WBS) for Section C. The WBS is the basis for communication throughout the acquisition process. A WBS defines an acquisition in product terms, and relates them in a tree diagram that displays the relationships of the products and services to each other and to the overarching performance outcomes.

Once the client's expectations are fully understood and the WBS has been tailored, the performance objectives and performance standards for firm fixed-price work may be reviewed and tailored to align with clients' expectations.

Figure 3 below is the WBS for the family housing firm fixed-price work:



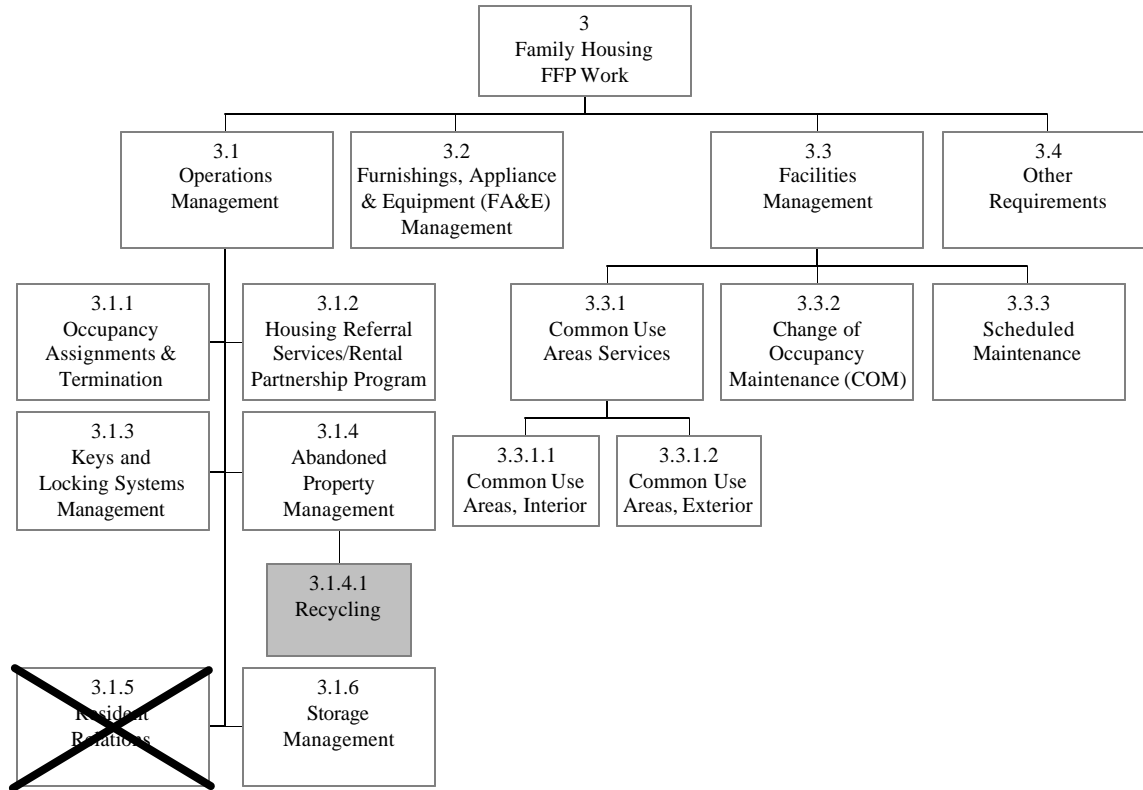
**Figure 3. Family Housing WBS**

Client requirements that are not included in the WBS should be added and those that do not apply should be removed. For example, assume client requirements have been identified and there is a need to alter the WBS to address the following unique requirements:

- Recycling of abandoned property

It has been determined there is no requirement for resident relations since the Housing Office has decided to retain this function in-house.

The revised WBS would look like Figure 4 below.



**Figure 4. WBS Tailoring Example**

The abandoned property recycling requirement falls under abandoned property management; however, there is no WBS item to address it. Recycling has been added as WBS item 3.1.4.1 under abandoned property management.

Since the Housing Office will continue to manage resident relations, item 3.1.5 would be removed from the tailored WBS.

### 1.3.2 Tabular Format

Section C is arranged in a tabular format that facilitates methodical arrangement of requirements, clear definition of expectations, and alignment of objectives with related information and measurable standards. The tabular format shown in Table 3 below provides a small extract of the Family Housing specification and includes five columns of required information: Spec Item, Title, Performance Objective, Related Information, and Performance Standard.



Spec Item	Title	Performance Objective	Related Information	Performance Standard
3.1.4	Abandoned Property Management	The Contractor shall manage abandoned property to ensure it is stored, secured, and disposed of appropriately.	Management is provided in accordance with <<Note to Spec Writer: Insert an appropriate local requirement or reference, e.g., DoD 4165.63-M>>.	Property is stored, secured, and disposed of per specified procedures <<Note to Spec Writer: Insert local procedures or instructions, regulations or directives identified in Related Information>>.
3.1.5	Resident Relations	The Contractor shall enforce local FH resident relation policies to resolve resident issues.	<<Note to the Spec Writer: Insert local resident relations policy.>>  The Contractor is the point of contact for all resident issues and performs as liaison for the Navy.  The Navy will assume responsibility for resolution of issues that cannot be resolved by the Contractor. The Contractor shall notify the Housing Officer if the Contractor cannot resolve an issue.  The Contractor shall identify resident policy improvements and recommend changes of the policy to the Housing Officer.  The Contractor shall provide assisted residents with an evaluation/comment form J-1401000-02.	Resident issues are managed in accordance with housing policy and resolved <<Note to Spec Writer: Insert resolution times, e.g., within two hours of notification>>.  The Contractor resolves <<Note to Spec Writer: Insert a rate, e.g., 95%>> of resident relation issues.  Contractor receives a minimum <<Note to Spec Writer: Insert frequency and rating, e.g., quarterly rating of 4.5>>.

**Table 3. Tabular Format**

**Spec Items** shown in Table 3 above provide examples of firm fixed-price requirements. However the tabular format for every Section C will actually address four distinct categories of work:

- **Spec Item 1** will always include general information unique to understanding the technical requirements of the spec. This item will not require pricing by the offeror.
- **Spec Item 2** will always include management and administrative requirements unique to the planning, execution, management and administration of the performance requirements of the specification. The cost of this item will be included the offeror's total contract price. Some management conditions are necessary to ensure successful performance, e.g., Government regular working hours and environmental protection, while others are excessive, e.g., requiring ISO 9000 with no equivalent and 10 minute service call response time.
- **Spec Item 3** will always include firm fixed-priced performance requirements. For example, in Table 3 above, items 3.1.4 and 3.1.5 for Family Housing are shown.

- **Spec Item 4** will always include IDIQ work requirements.

**The Performance Objective** is an end state that someone wants to achieve. Objectives are often expressed in terms of specific accomplishments by an organization, levels of service provided to customers, or improvements in performance of some activity when measured against an established baseline. A performance objective for resident relations would be the following statement: *The Contractor shall enforce local FH resident relation policies to resolve resident issues.*

**Related Information** consists of information for the Contractor that is specific to a performance objective. Most tailoring occurs in the Related Information column. An example of related information for resident relations would be the following statement: *The Contractor is the point of contact for all resident issues and performs as liaison for the Navy.*

Once the performance objectives and standards have been tailored to reflect client expectations, related information may be added to further clarify requirements. Information contained in this column does not merit routine Government assessment or is too costly to individually assess for the level of risk that they present. Table 4 below identifies four types of related information:

Type of Related Information	Description
Informational Notes	Informational notes is information that is not intended to constitute a material representation by the Government. Information notes will always be the last entry in the Related Information column. An example would be <i>INFORMATIONAL NOTES: In previous contracts, Flag housing area residents typically had higher service expectations.</i>
Clarifying Information	Clarifying information describes client expectations in a more detailed manner than the performance objective and performance standard alone. An example of clarifying information would be <i>The Navy will assume responsibility for resolution of issues that cannot be resolved by the Contractor.</i>
Constraining Information	Constraining information describes limitations to the work performed to meet the performance objective and performance standard. An example of constraining information would be <i>FA&amp;E shall be stored and maintained in accordance with the manufacturer's recommendations and standard commercial practices.</i>
Requirement Information	Requirement information further describes client requirements associated with each performance objective. Such requirements do not individually rise to a level that merits routine Government assessment against a separate performance standard. An example of requirement information would be <i>All Contractor personnel managing and servicing keys and locking systems shall be fully trained.</i>

**Table 4. Related Information**

**Performance Standards** are targeted levels or ranges of performance for each characteristic that the Government monitors. At least one performance standard must exist for each performance objective. Achievement of a performance standard will either demonstrate directly that the Contractor has met the performance objective, or will enable the Government to infer with a high degree of confidence that the Contractor has met the contract performance objective. A performance standard for resident relations would be the following statement: *The Contractor resolves 95% of resident relation issues.*

Performance objectives, related information, and performance standards clearly describe client expectations. The Family Housing WBS is arranged with more subjective performance objectives

and standards at higher levels (e.g., 3.1) and more quantitative performance objectives and standards at lower levels (e.g., 3.1.1). This tiered approach allows Contractor performance evaluation at higher levels provided the Contractor can demonstrate adequate performance at that higher level. Only after the Contractor has failed to perform at the higher level would we normally need to evaluate Contractor performance at lower levels of the WBS. The WBS structure lends itself well to tiered performance assessment. For additional information on performance assessment refer to the General Information User Guide.

### **1.3.3 Service Levels**

Service levels established by OPNAV N46 are not included in the Family Housing Template. However, if a client determines service levels are required, the following provisions will allow for upgrades or downgrades in service levels on an annual basis, at time of award and/or at the exercise of an option period. The option to change service level(s) requires a preliminary notice to the Contractor. It is very important to set a reasonable time period for this preliminary notice to allow the Contractor time to alter staffing and schedule work appropriately to be successful in meeting the new requirements. It is important to note that the shorter the notice, the riskier the start-up and the greater likelihood of higher prices.

The following service level provision (NFAS approval pending) should be used for changing service levels on an annual basis. Use Alternate I if change in service levels is contemplated at the time of contract award for the base period:

**Option to Change Service Level, Alternate I.** Upon initial contract award the Government reserves the right to award options to increase or decrease service levels for the base period.

**Option to Change Service Level.** The Government reserves the right to increase or decrease the service level for each client at the time it exercises its option to extend the contract at the prices indicated in the schedule. The Government will provide \_\_\_\_\_ *[insert number of calendar days between 15 and 90]* calendar days preliminary notice of its intent to change the service level. Notice of intent will be in writing but may be in the form of an e-mail attachment, facsimile letter, or official mail signed by a Contracting Officer.

### **1.3.4 Special Section E Provision**

The following paragraph may be added to the CONSEQUENCES OF CONTRACTOR'S FAILURE TO PERFORM REQUIRED SERVICES clause in Section E when change of occupancy maintenance services are included.

## ALTERNATE I (APR 1999)

(g) **Change of Occupancy Maintenance (COM).** In the event the contractor fails to complete change of occupancy maintenance within the number of days allowed, the Government may assess the COM liquidated damages shown below in addition to the liquidated damages set forth above. COM liquidated damages are based on the prevailing average daily Basic Allowance for Quarters (BAQ) with dependents, plus the average Variable Housing Allowance (VHA). Current applicable rates are shown below; however, actual charges shall be based on the prevailing rates in effect at the time.

TABLE 1  
**COM LIQUIDATED DAMAGES**

<u>TYPE OF UNIT</u>	<u>COM LIQUIDATED DAMAGES PER CALENDAR DAY PER UNIT</u>
F&GOQ (Flag & General Officers' Quarters)	*
SOQ (Senior Officers' Quarters)	*
FGQ (Field Grade Officers' Quarters)	*
CGO (Company Grade Officers' Quarters)	*
SE (Senior Enlisted Quarters)	*
JE (Junior Enlisted Quarters)	*

\* Insert appropriate daily rates for each type of quarters listed.

### 1.3.5 Section J Attachments

Sample Family Housing attachments are provided in the Template. These sample attachments contain information to help Contractors determine the scope of work to be performed. Family Housing attachments include inventory, evaluation/comment form, current FA&E and storage areas, and historical data, and are labeled J-1401000-attachment number (two-digit number from 01 to 99).

Sample Family Housing ELINs for firm fixed-price and IDIQ work are provided in the Template and labeled J-0200000-07. The Family Housing firm fixed-price ELINs are structured to capture costs by IMAP CAC. The IDIQ ELIN structure includes the following columns: CAC, short description title, and full description of the work to be performed including completion times to facilitate the uploading of the IDIQ schedule into DoD EMALL. DoD EMALL is a web-based tool that allows clients to order pre-priced line items directly from the contractor using their Government purchase card.

The ELIN structure closely adheres to the guidance provided in NAVFAC Memorandum of 07 Mar 02, CONTRACT LINE ITEM RESTRUCTURING GUIDANCE.

### 1.3.6 Section L Questions

In a performance based contract, the Government identifies what it requires (i.e., performance objectives and performance standards) and offerors propose the “how to” methods for accomplishing

these requirements. Section L contains a clause entitled CONTENT OF PROPOSALS in which offerors are required to explain their proposed performance methods and associated costs. To aid in evaluating and negotiating these proposals, it may be helpful to include in Section L specific questions for offerors to address.

Every effort should be made to minimize the number of questions. However, where information regarding the contractor's method for performing the work poses an unacceptable risk to the Government, a specific question should be asked. Sample questions are shown in Table 5 below.

<b>Spec Item</b>	<b>Questions for Family Housing, Specification 1401000</b>
3.1	What processes will your firm employ to provide and support community programs?
3.1.1	How will your firm handle assignment of units to residents, to include assignment prioritization and wait lists?
3.1.2	How will your firm manage information about housing availability off-installation and make this information available to DoD personnel seeking off-installation housing?
3.1.3	What type of management system will your firm employ to issue, track, and maintain secure key and locking systems for family housing?
3.1.5	What process will your firm employ to address and resolve resident disputes or complaints? What different methods or specific diplomacies will you employ to deal with residents in Flag Housing?

**Table 5. Section L Questions for Family Housing**

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## **2. Conclusion**

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The use of the Family Housing Template will facilitate performance-based contracting, use of standard service levels, IMAP accounting, and tiered performance assessment. For Template documents, training and additional assistance using the Template, contact the local Engineering Field Division (EFD).

### 3. Web References

Table 6 below provides helpful web references.

Title	URL	Description
OPNAVINST 4860.7	<a href="http://neds.nebt.daps.mil">http://neds.nebt.daps.mil</a>	Guidance on implementing CA program requirements
OMB Circular A-76 Supplemental Handbook	<a href="http://emissary.acq.osd.mil/inst/share.nsf">http://emissary.acq.osd.mil/inst/share.nsf</a>	Guidance on implementing CA program requirements
IMAP website	<a href="https://ucso2.hq.navy.mil/IMAP/">https://ucso2.hq.navy.mil/IMAP/</a>	Contains the latest IMAP Core Business Model
NAVFAC Acquisition	<a href="http://acq.navfac.navy.mil">http://acq.navfac.navy.mil</a>	NAVFAC Acquisition home page
Seven Steps to Performance Based Services Acquisition	<a href="http://oamweb.osec.doc.gov/pbsc/">http://oamweb.osec.doc.gov/pbsc/</a>	Guidance for performance-based acquisition: Team Approach, Etc.
DoD PBSA Desk Guide	<a href="http://www.acq.osd.mil/ar/doc/pbsaguide010201.pdf">http://www.acq.osd.mil/ar/doc/pbsaguide010201.pdf</a>	Department of Defense Performance-Based Services Acquisition Desk Guide.
OFPP Best Practices Guide	<a href="http://www.arnet.gov/library/OFPP/bestpractices/PPBSC/bestPPBSC.html">http://www.arnet.gov/library/OFPP/bestpractices/PPBSC/bestPPBSC.html</a>	Office of Federal Procurement Policy best practices guide to implementing performance-based services contracting.
HHS KnowNet	<a href="http://knownet.hhs.gov/aboutKnowNet.htm">http://knownet.hhs.gov/aboutKnowNet.htm</a>	The Health and Human Services information repository of performance support.
USDA performance based service contracting	<a href="http://www.usda.gov/procurement/textonly/toolkit/pbsc.htm">http://www.usda.gov/procurement/textonly/toolkit/pbsc.htm</a>	United States Department of Agriculture performance based contracting toolkit
NAVFAC Facility Support Contracts	<a href="http://www.navfac.navy.mil/pw/fsc">http://www.navfac.navy.mil/pw/fsc</a>	FSC Product Line Plan initiatives and documentation.

**Table 6. Web References**